



Whole of Government Approach for Institutional and Policy Coherence



Rosa Maria Losada
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Challenge

- Different institutional levels interact mutually:
 - supportive and sometimes conflicting
 - Endemic tensions at all institutional layers of governance
 - Common ground based on core values
 - Shared values and shared responsibilities:
 - Differences in degree but not in principle
- Institutional and policy coherence as a challenge

Lack of institutional and policy coherence

- Due to:
 - Different priorities of different stakeholders
 - Lack of common structures and adequate supportive procedures for implementation
- Effects:
 - Tensions and power games
 - Lack of coherence between domestic and global level
- Need for a comprehensive government approach

Whole of Government Approach (WoGA)

Whole of Government Approach = multilayered governance



History of Swiss WoGA I

- 1985: 1st Interdepartmental Working Group for Voluntary Return (Interior and Foreign Affairs)
- 1986: 1st Interdepartmental Working Group Chile, Zaire and Congo
- 1987: 1st Programme for Voluntary Return for Chile
- 1993: Concept for Assisted Voluntary Return and Reintegration of migrants (AVRR)
- 1991-1995: War in B&H
- 1997: Institutionalization of the Interdepartmental Steering Committee for Return (ILR)
- 1998: Inclusion of AVVR in Asylum Act
- 1999: War in Kosovo
- 1999: New Section in Asylum Office for AVVR

Challenges during the War of B&H

- Cross-cutting issue with need for cross-cutting handling
- Largely autonomous Ministries of Interior and Foreign Affairs with own budgets and different mandates, sometimes supportive but mostly conflicting
- Need for common agenda, action lines and budget from different Ministries (relevant offices) for more efficiency and more coherence
- Need for improved cross-cutting coordination closely linking interior (migration, police, justice) and development aid for a more coherent position

History of Swiss WoGA II

- 2004: IDAG Migration (Working Group)
- 2008: New Federal Act on Foreign Nationals (migration partnerships)
- 2010: Old structures, old budget based on situation during 1991-1999
 - Post-conflict situation
 - Need for better management of irregular migration flows
 - Perpetuation of cross-cutting cooperation and coordination shifting away from the weight on the security aspect to a more balanced approach
 - Extension of the ILR (structure, process and budget) to a new WoGa structure (“IMZ-Structure”)

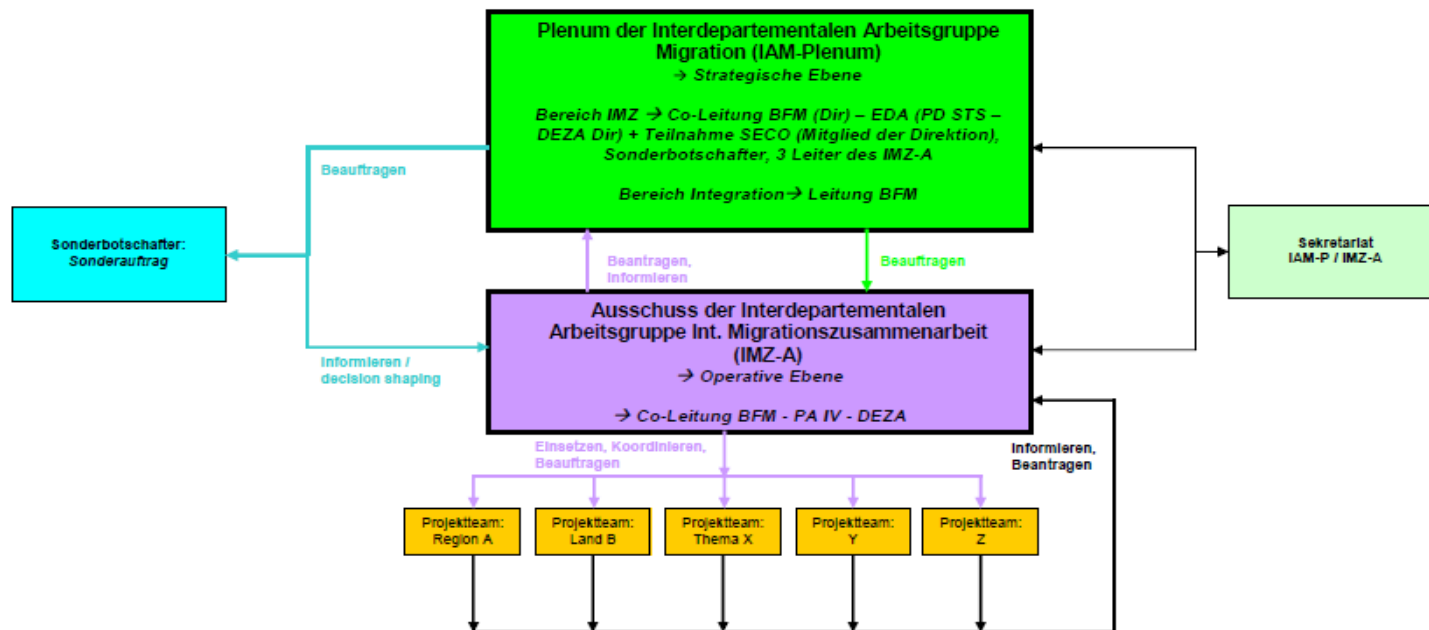
Elements of WoGA

- Mixed committees at different layers and periodic meetings: administration as adviser of Ministers
- Comprehensive common agenda self-made (ownership) with common objectives
- Agenda based on description of current situation and definition of baseline: Migration profiles evidence based
- Common objectives and common action plan valid for all institutional layers of governance at domestic level
- Joint coordinated implementation (compromises)
- Coordination of budgets in the mixed committees
- Monitoring and controlling

Preconditions for WoGa

- Political will (Government, President, King...)
- Awareness, insight and will from all relevant layers and stakeholders to cooperate, coordinate (action and budget) and to be fully involved
- No coercion from one angle (e.g. security) but real cooperation and coordination of action and budget
- No outsourcing but ownership
- Controlling (based on transparency) and monitoring of all layers by reference to the agenda and action plan (indicators)

Swiss WoGa-Structure



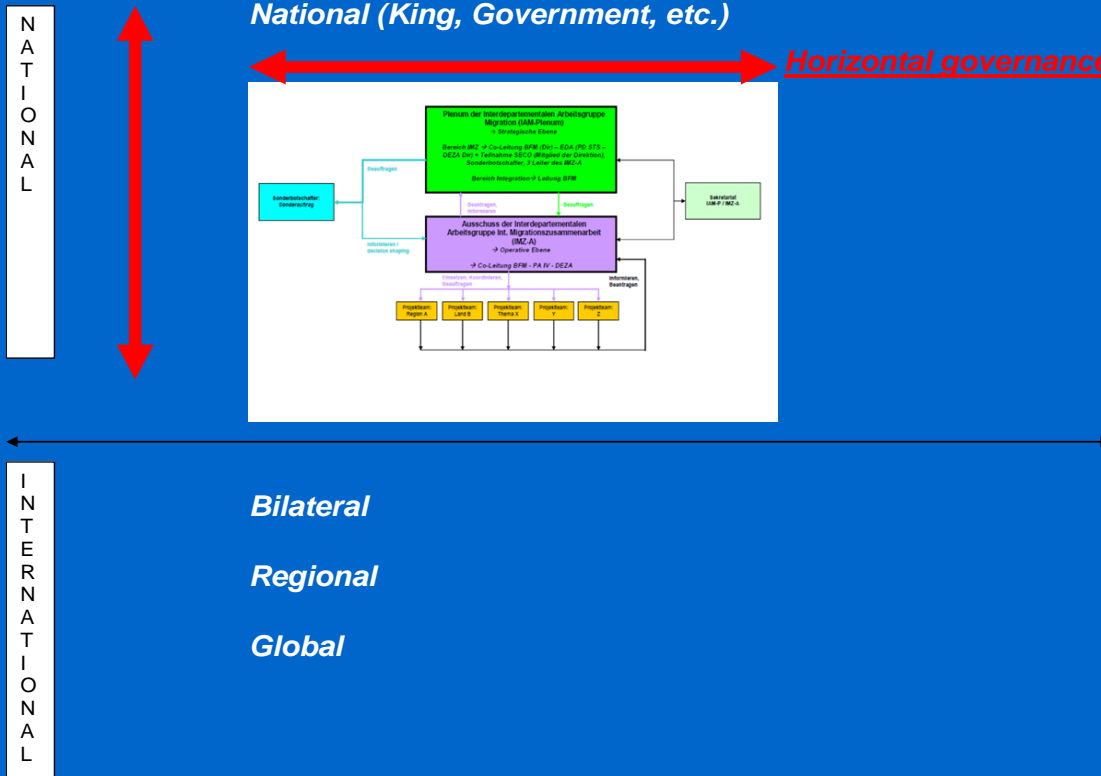
WoGa domestic level

Whole of Government Approach = multilayered governance

Vertical governance

National (King, Government, etc.)

Horizontal governance



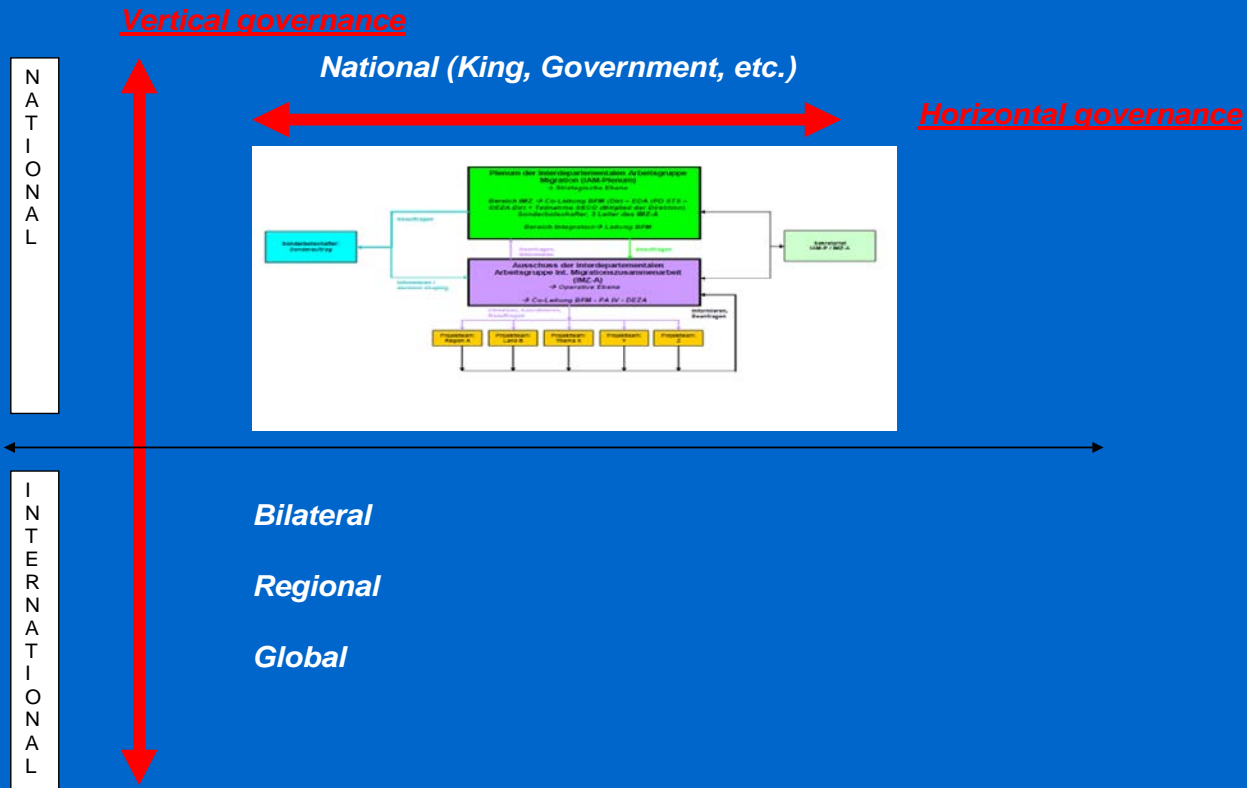
Bilateral

Regional

Global

WoGa beyond borders

Whole of Government Approach = *multilayered governance*



Lessons learned

- The comprehensive structure of cooperation at domestic level reflects on bilateral, regional and global level:
 - Solo action from one angle doesn't work!
 - More institutional and policy coherence and stronger position at all levels
 - Stronger position in bilateral negotiations
 - Need for same comprehensive setting in the counterpart for negotiations

Dos and Don'ts

- No outsourcing but ownership (self-made)
- Need for an institutionalized and periodic dialogue in mixed committees on all levels throughout the process
- No power game but real cooperation, stakeholders in all layers (don't give weight to only one aspect)
- Transparency
- Stick to the plan!
- No lack of transparency but involvement and working information flows

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Thank you!